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ABSTRACT

The dilemmas faced by the educational research community generally raise important implications for the new National Institute of Education. Pressing social problems require immediate solution, however, demands for immediate results in the complex problem areas of education may lead to incompletely conceived programs and sloppy scholarship. Related dilemmas include achieving a reasonable balance between long- and short-term research, determining appropriate means to insure that educational practice reflects important R&D findings, developing a true collegial relationship between education researchers in the field and members of the NIE staff, gaining credibility among the variety of constitutencies that NIE serves, finding ways to capitalize on dismal evaluation experiences, and making realistic assessments of educational goals. Hopefully, NIE will promote continuity, openness, and diversity in educational research and development and, at the same time, will help to avoid a headlong rush toward simplistic solutions to ill-understood problems. A related document is EA 004 881. (JH)

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# NATIONAL INSTITUTE OF EDUCATION: A PERSONAL VIEW

by

Thomas K. Glennon, Jr.

I AM DELIGHTED TO BE HERE WITH YOU THIS EVENING TO SHARE WITH YOU SOME OF MY VIEWS ABOUT THE NATIONAL INSTITUTE OF EDUCATION. IT'S AN OPPORTUNITY FOR ME TO MEET MANY OF YOU FOR THE FIRST TIME, AND FOR YOU TO GET SOME SENSE OF WHAT I REPRESENT AND THE KIND OF LEADERSHIP THAT I HOPE TO BRING TO THE NATIONAL INSTITUTE OF EDUCATION. BUT MOST OF ALL, IT'S AN OPPORTUNITY FOR ME TO SHARE WITH YOU WHAT I CONSIDER TO BE BOTH THE PROBLEMS AND THE POTENTIAL LYING BEFORE US AS WE SEEK TO CREATE A VERY MUCH STRONGER AND VITAL EDUCATIONAL RESEARCH AND DEVELOPMENT COMMUNITY.

OVER THE FEW MONTHS THAT I HAVE BEEN THE DIRECTOR OF THE INSTITUTE, I HAVE HAD NUMEROUS MEETINGS WITH MANY GROUPS FOR WHOM THE INSTITUTE'S ACTIVITIES HAVE IMPORTANCE OR RELEVANCY. MEMBERS OF THE INSTITUTE STAFF AND I HAVE MET WITH INDIVIDUAL RESEARCHERS, WITH REPRESENTATIVES OF RESEARCH ORGANIZATIONS, WITH REGIONAL LAB AND CENTER PERSONNEL, WITH THE CHIEF STATE SCHOOL OFFICERS, WITH TEACHERS' GROUPS, AND WITH MANY, MANY OTHERS. IN A REMARKABLE NUMBER OF INSTANCES ONE OR ANOTHER MEMBER OF A GROUP HAS COME UP TO ME AFTERWARDS, SHAKING HIS HEAD, AND SAYING HE DOESN'T ENVY MY POSITION, OR "MY, YOU REALLY HAVE AN IMPOSSIBLE TASK, HAVEN'T YOU?"

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I DON'T THINK IT'S AN IMPOSSIBLE TASK OR I WOULD NOT HAVE TAKEN THE JOB. DIFFICULT PERHAPS, AND OFTEN FRUSTRATING, BUT AT THE SAME TIME, EXCITING AND CHALLENGING AND REWARDING.

NONETHELESS, AT EACH OF THESE MEETINGS, THE CHALLENGES BECOME CLEARER; THE DILEMMAS FACED BY THE INSTITUTE, AND I THINK, BY THE EDUCATIONAL RESEARCH COMMUNITY GENERALLY, BECOME MORE SHARPLY ETCHED. THESE ARE NOT NEW DILEMMAS; THEY ARE DILEMMAS THAT HAVE BEEN FACED FOR NEARLY TWO DECADES BY THE STAFF OF THE OFFICE OF EDUCATION AND OTHERS IN THE SOCIAL SCIENCE RESEARCH COMMUNITY. WHAT I WOULD LIKE TO SHARE WITH YOU TODAY, HOWEVER, IS A PERSONAL PERCEPTION OF THESE DILEMMAS AND THEIR IMPLICATIONS FOR THE NATIONAL INSTITUTE OF EDUCATION.

PERHAPS THE MOST IMPORTANT DILEMMA IS THAT EVOLVING FROM TIME CONSTRAINTS. THE SOCIAL PROBLEMS OF THIS COUNTRY--THE PROBLEMS OF POVERTY AND OF RACISM AND OF SEGREGATION, THE PROBLEMS OF UNEMPLOYMENT, OF SEXISM, OF ALIENATION--ALL CRY OUT FOR IMMEDIATE SOLUTIONS. MANY OF THE PROBLEMS ARE ASSUMED TO STEM FROM THE EDUCATION SYSTEM, AND MANY OF THEIR SOLUTIONS ARE ASSUMED TO LIE WITHIN THE EDUCATION SYSTEM. TIME AND TIME AGAIN, I HAVE BEEN TOLD WE CANNOT WAIT FOR ESOTERIC RESEARCH TO SOLVE THESE PROBLEMS. WE MUST ACT, WE MUST MOVE FORWARD. EDUCATION MUST COPE WITH SOCIETY'S

PROBLEMS TODAY.

So GOVERNMENT AT ALL LEVELS HAS PRODUCED AND IMPLEMENTED PROGRAMS--RANGING FROM THE MASSIVE PROVISION OF FEDERAL ASSISTANCE TO CHANGES IN SPECIFIC TEXTBOOKS--PROGRAMS THAT, IN THE MINDS OF THE PUBLIC, AT LEAST, ARE BASED ON RESEARCH. ESPECIALLY AT THE FEDERAL LEVEL, THE PROGRAMS WERE QUICKLY MOUNTED AND QUICKLY EXPANDED. AND EVALUATION AFTER EVALUATION HAS FOUND THAT THESE PROGRAMS HAVE NOT PRODUCED THE ANTICIPATED RESULTS.

THE THING THAT IS SURPRISING TO ME (WITH THE BENEFIT OF A LOT OF HINDSIGHT) IS NOT THAT THE PROGRAMS WERE FAILURES, BUT THAT WE EXPECTED THEM TO WORK AT ALL. WHY SHOULD WE BE ABLE TO DEVELOP, TEST, AND IMPLEMENT MASSIVE NEW PROGRAMS IN SUCH ENORMOUSLY COMPLEX AREAS AS EDUCATION OR MANPOWER OR EARLY CHILDHOOD DEVELOPMENT ANY FASTER THAN WE ARE ABLE TO DEVELOP COMPLEX SPACE HARDWARE OR A VACCINE FOR POLIO? CREATING ELABORATE TECHNOLOGICAL SYSTEMS REQUIRES SIX, EIGHT, OR TEN YEARS. WHY, THEN, DO WE EXPECT RESULTS FROM SOCIAL SCIENCE RESEARCH IN A FEW YEARS, MUCH LESS MONTHS? AND THE POLITICIANS AND THE BUREAUCRATS HAVE EXPECTED THIS FROM SOCIAL SCIENCE RESEARCH, DESPITE THE FACT THAT METHODOLOGIES IN THE SOCIAL SCIENCES ARE MUCH LESS DEVELOPED THAN THOSE IN THE PHYSICAL SCIENCES,

AND DESPITE THE FACT THAT TESTING OPPORTUNITIES FOR NEW PRODUCTS IN THE PHYSICAL SCIENCES ARE FAR EASIER TO STRUCTURE THAN THEY ARE IN THE SOCIAL SCIENCES. THE DEMAND FOR RAPID SOLUTIONS TO OUR SOCIAL ILLS HAS LED INCOMPLETELY CONCEIVED PROGRAMS TO BE HASTILY MOUNTED ON THE BASIS OF SLOPPY SCHOLARSHIP.

AS A RESULT, I AM AFRAID, SOCIAL SCIENCE RESEARCH GENERALLY AND EDUCATION RESEARCH IN PARTICULAR HAS GAINED A BAD NAME. AND THIS, IN TURN, POSES A SIGNIFICANT PROBLEM FOR THE INSTITUTE. WE MUST HELP DEVELOP THE BELIEF THAT EDUCATION R&D CAN LEAD TO SOLUTIONS TO PROBLEMS, YET WE MUST ALSO AVOID PROMISING TOO MUCH SPEED IN FINDING THOSE SOLUTIONS. WE MUST, IN THESE INITIAL YEARS, BUILD CREDIBILITY WITH THE CONGRESS, THE EXECUTIVE DEPARTMENTS, AND WITH THE MANY SEGMENTS OF SOCIETY WHO HOLD SO MUCH HOPE FOR THE EDUCATION SYSTEM, WHILE AT THE SAME TIME DEVELOP AN AWARENESS OF THE VERY REAL LIMITS OF EDUCATION RESEARCH.

THE SECOND DILEMMA IS RELATED TO THE FIRST. NIE HAS A LEGISLATIVE MANDATE TO INFLUENCE PRACTICE; INDEED, THIS IS A MANDATE I HAVE EMPHASIZED IN MY SPEECHES. BECAUSE OF THIS MANDATE, MANY PEOPLE IN THE RESEARCH COMMUNITY SEEM TO ASSUME THAT:

-- FIRST, WE WILL BE COME A SOCIAL ACTION AGENCY.

-- SECOND, WE WILL PLACE OUR EMPHASIS AND THE BULK OF OUR RESOURCES ON DEVELOPMENTAL AND APPLIED RESEARCH, RATHER THAN

BASIC EFFORTS TO INCREASE OUR UNDERSTANDING OF THE EDUCATION PROCESS.

-- AND, THIRD, THAT IN OUR HASTE TO IMPROVE PRACTICE, WE WILL SACRIFICE RESEARCH STANDARDS OF QUALITY AND INTEGRITY.

INDEED, I THINK MANY OF THE PROBLEMS OF EDUCATION R&D TO DATE STEM FROM THE FACT THAT A DESIRE OR A NECESSITY TO INFLUENCE PRACTICE QUICKLY HAS LED TO THE RELAXATION OF STANDARDS. AND, I THINK RESEARCH RELATED TO SOCIAL ACTION PROGRAMS HAS FREQUENTLY SUFFERED FROM A LACK OF INTEGRITY AND CANDOR. THUS, ONE OF THE MOST IMPORTANT GOALS OF THE INSTITUTE IS TO RESIST THE TEMPTATION OF HASTY ACTION AND TO RESTORE TO EDUCATION PROGRAMS AND THEIR IMPLEMENTATION IN THE FIELD THE KINDS OF SCIENTIFIC RIGOR THAT WE CONSIDER ESSENTIAL TO MORE FUNDAMENTAL AREAS. AND, WE MUST SEEK TO INVOLVE IN THE PROBLEMS OF THE SCHOOL SYSTEMS AND THE DEVELOPMENTAL LABORATORIES THE VERY BEST PEOPLE THAT CAN BE FOUND.

NOR WILL WE NEGLECT MORE FUNDAMENTAL AND LONG-TERM RESEARCH. AS MANY OF YOU KNOW, ABOUT THE ONLY AREA WHERE WE ARE NOT NOW SIMPLY CARRYING OUT COMMITMENTS ASSOCIATED WITH WORK INHERITED FROM THE OFFICE OF EDUCATION IS OUR FIELD-INITIATED STUDIES PROGRAM, WHICH IS DESIGNED PRIMARILY TO SUPPORT MORE FUNDAMENTAL STUDIES. IT APPEARS THAT THE RESPONSE IN TERMS OF PROPOSALS FROM THE FIELD IS LITERALLY GOING TO BE OVERWHELMING. WE ARE GRATIFIED MOREOVER AT THE

EXTRAORDINARILY HIGH CALIBER OF RESEARCHERS WHO HAVE INDICATED A WILLINGNESS TO SERVE AS MEMBERS OF REVIEW PANELS. I PERSONALLY FEEL STRONGLY THAT BETWEEN 10 AND 15 PERCENT OF THE INSTITUTE'S RESOURCES SHOULD SUPPORT IDEAS INITIATED BY YOU AND OTHER RESEARCHERS IN THE FIELD.

A THIRD DILEMMA MIGHT BE TITLED "THE CHICKEN AND THE EGG DILEMMA." TO CARRY OUT QUALITY RESEARCH AND DEVELOPMENT ACTIVITIES, AND TO BUILD WITHIN THE SCHOOL SYSTEMS A CAPACITY TO INSTALL DEVELOPED PROGRAMS, AN R&D SYSTEM OF THE FIRST ORDER IS REQUIRED. THIS IS A SYSTEM WHOSE OPTIMAL STRUCTURE IS UNCLEAR. THERE ARE THOSE WHO SAY THAT THE INSTITUTIONS OF HIGHER EDUCATION, WHERE MOST SCHOLARS RESIDE, MUST BE STRENGTHENED. OTHERS ARGUE THAT WHAT IS NEEDED IS A SYSTEM OF LABORATORIES THAT APPROXIMATE THE EMINENCE OF SOME OF THE NATIONAL LABORATORIES IN ATOMIC ENERGY OR SPACE. STILL OTHERS ARGUE THAT WHAT IS REALLY REQUIRED IS THE CREATION OF STRONG RESEARCH AND DEVELOPMENT CAPACITIES WITHIN STATE EDUCATION DEPARTMENTS AND EVEN LOCAL EDUCATION AGENCIES. AND TO CREATE SUCH INSTITUTIONS, OF COURSE, WE REQUIRE SKILLED AND SOPHISTICATED RESEARCH PERSONNEL. THE BUILDING OF SUCH A SYSTEM TAKES TIME AND A MEASURE OF DIRECTION. (SO AGAIN WE HAVE THE DILEMMA OF THE EXPECTATIONS OF THE CONGRESS AND THE PUBLIC WITH RESPECT TO THE RATE AT WHICH SOME OF THESE PROBLEMS CAN BE SOLVED.)

BUT THE LARGER DILEMMA, I THINK, IS WHAT THE STRUCTURE SHOULD BE, WHAT THE PARTNERSHIP BETWEEN THE VARIOUS PARTICIPANTS SHOULD LOOK LIKE, AND HOW ROLES SHOULD BE DISTRIBUTED AMONG THE MANY PARTS OF THE SYSTEM. WHAT IS THE FEDERAL ROLE? AND HOW EXTENSIVE SHOULD IT BE WITH RESPECT TO PROVIDING TRAINED MANPOWER OR CREATING NEW INSTITUTIONAL UNITS? AND HOW DOES ONE GO ABOUT CREATING SUCH RESOURCES, WHILE AT THE SAME TIME INITIATING AND CARRYING OUT THE NECESSARY DEVELOPMENT AND RESEARCH? IN SHORT, WE CANNOT CONDUCT MANY KINDS OF R&D WITHOUT CREATING OR AT LEAST IMPROVING THE SYSTEM, AND, AT THE SAME TIME, WE CANNOT CREATE OR IMPROVE THE SYSTEM WITHOUT CONDUCTING R&D.

AND THIS LEADS TO A FOURTH DILEMMA. TO ME, AT LEAST, IT SEEMS THAT EDUCATION RESEARCH MUST BE VIEWED AS A RELATIVELY INFANT ART. WE DO NOT HAVE, AND APPARENTLY CANNOT GAIN GENERAL AGREEMENT AS TO HOW TO SOLVE THE MAJOR PROBLEMS FACING US. WE DO WANT TO BE CONCERNED WITH PRACTICE; WE WANT TO DISSEMINATE INFORMATION ABOUT GOOD PRACTICE; AND WE WANT TO CHANGE PRACTICE TO REFLECT R&D FINDINGS. AND YET WE DO NOT HAVE MUCH UNDERSTANDING OF WHAT IT IS WE SHOULD BE DISSEMINATING. WHAT MIGHT BE CALLED TRULY "VALIDATED" PRACTICES OF PROVED EFFICACY ARE FEW IN NUMBER. IN THE ABSENCE OF THIS UNDERSTANDING, OF COURSE, PRACTICES DO CHANGE. THE PUBLISHERS MARKET THEIR CURRICULAR MATERIALS AND THUS INDUCE TEACHERS TO TRY NEW THINGS.

THE GOVERNMENT SOMETIMES HAS TRIED TO TAKE A MORE COMPREHENSIVE APPROACH AND TO TIE THESE MATERIALS TOGETHER INTO A PROGRAM WITH PRESCRIPTIONS FOR DIAGNOSING STUDENTS' PROBLEMS AND FOR PROVIDING THE NECESSARY INSTRUCTION, REINFORCEMENT, AND SO ON. WHEN THESE CHANGES HAVE BEEN PERCEIVED AS INSUFFICIENT, WE FREQUENTLY HAVE ARGUED FOR CHANGES IN THE SYSTEM OF GOVERNANCE: WE HAVE EXPERIMENTED WITH COMMUNITY CONTROL OR EDUCATION VOUCHERS, OR PRINCIPAL AUTONOMY, OR VARIOUS KINDS OF ACCOUNTABILITY MECHANISMS. AND WHEN THESE "PIECEMEAL" SOLUTIONS DON'T WORK, WE ARGUE THAT IT IS BECAUSE THEY ARE TOO FRAGMENTED OR TOO SMALL, AND THAT WHAT IS NEEDED IS COMPREHENSIVE OR TOTAL CHANGE. SO WE LAUNCH PROGRAMS SUCH AS EXPERIMENTAL SCHOOLS, PROGRAMS WHICH ARE DESIGNED NOT TO DEAL WITH JUST CURRICULUM, OR ORGANIZATION, OR GOVERNANCE SYSTEMS, BUT RATHER TO DEAL WITH THE WHOLE COMPLEX OF THESE MEANS OF INFLUENCING TEACHERS' AND CHILDRENS' BEHAVIOR.

THE VARIETY OF APPROACHES IS NEITHER SURPRISING NOR INAPPROPRIATE, BECAUSE WE DO NOT HAVE ANY GOOD PROVEN NOTION OF HOW TO GO ABOUT INFLUENCING PRACTICE. SOMETIMES, WE HAVE REASON TO BELIEVE PRACTICE IS NOT BEING CHANGED BECAUSE NO ALTERNATIVES APPEAR BETTER THAN THE STATUS QUO. IN ORTHER CASES, THE SYSTEM HAS SET UP INHIBITIONS TO CHANGE. AND IN STILL OTHER CASES, IT MAY BE THAT OUR IDEAS OF HOW TO

EFFECT CHANGE ARE TOO NARROWLY PRESCRIBED. BECAUSE NO ONE WAY SEEMS BEST TO CHANGE PRACTICE, IN THE EARLY DAYS OF THE INSTITUTE, AT LEAST, WE WILL APPLY A VARIETY OF METHODOLOGIES. WE WILL SPONSOR SIMULTANEOUSLY CURRICULUM ACTIVITIES, COMPREHENSIVE CHANGES AS IN THE EXPERIMENTAL SCHOOLS PROGRAM, MORE FOCUSED ACTIVITIES SUCH AS EDUCATION VOUCHERS, AND FURTHER ATTEMPTS AT PLANNED VARIATION EXPERIMENTS, SUCH AS FOLLOW THROUGH OR HEAD START. THERE WILL NOT, AND I THINK SHOULD NOT, BE A MODAL DEVELOPMENT CYCLE. WE WILL USE AND EXPLOIT DIFFERING METHODOLOGIES, BUT THE FACT THAT WE USE DIFFERENT APPROACHES MAY SOMETIMES CREATE CONFUSION ON THE PART OF THE GENERAL PUBLIC AND THE PRACTITIONER COMMUNITY, AND AN IMPRESSION THAT WE DON'T KNOW WHAT WE'RE DOING, OR, AT LEAST, THAT WE'RE NOT AS CLEAR AS WE SHOULD BE.

THE NEXT DILEMMA FOLLOWS FROM MY DESIRE TO ATTRACT TO THE INSTITUTE PEOPLE OF THE HIGHEST PROFESSIONAL CAPACITY. THERE ARE MANY OBVIOUS REASONS FOR TRYING TO ATTRACT SUCH PEOPLE. FROM A SELFISH AND PERSONAL POINT OF VIEW, THEY ARE SIMPLY MORE INTERESTING TO BE WITH. BUT MOST IMPORTANT, I HOPE THAT THE INSTITUTE CAN, OVER A PERIOD OF YEARS, COME TO PROVIDE REAL INTELLECTUAL LEADERSHIP IN EDUCATION RESEARCH AND DEVELOPMENT. SUCH LEADERSHIP SHOULD HELP TO INCREASE THE CREDIBILITY OF THE INSTITUTE AND EDUCATION R&D GENERALLY IN WASHINGTON.

BUT MY EXPERIENCE AT OEO SUGGESTS THAT SUCCESS IN ATTRACTING GOOD PEOPLE TO WASHINGTON IS NOT TOTALLY WITHOUT PROBLEMS. THEY WILL HAVE IN THEIR HANDS REAL POWER; THEY CAN DECIDE MUCH OF WHAT WORK IS DONE AND, TO A DEGREE, WHO DOES IT. THEY MAY FIND THAT THE WORK THEY MONITOR DOES NOT MEET THEIR STANDARDS. OUR CREDIBILITY IN WASHINGTON AND ELSEWHERE DEPENDS UPON WELL RATIONALIZED, DESIGNED AND MANAGED PROGRAMS. ON THE OTHER HAND, I HAVE SEEN SITUATIONS WHERE WASHINGTON MONITORS HELD THE REINS TOO TIGHTLYOR WHERE PROJECTS WERE TOO COMPLETELY TIED TO AN INITIAL SPECIFICATION THAT PERHAPS WAS NOT TOTALLY ADEQUATE.

THERE ARE SEVERAL POSSIBLE SOLUTIONS TO THIS DILEMMA. FIRST, I HOPE WE WILL BE ABLE TO DEVELOP A COLLEGIAL RELATIONSHIP WITH YOU IN THE FIELD SO THAT MEMBERS OF THE NIE STAFF ARE VIEWED AS PARTNERS AND COLLEAGUES IN MANY OF OUR MORE DIRECTED VENTURES, RATHER THAN SIMPLY DISTANT WASHINGTON FIGURES TO BE CATERED TO OCCASIONALLY. SECOND, I HOPE THAT AS MAJOR DIRECTED PROJECTS ARE INITIATED, THERE WILL BE EXTENSIVE CONSULTATION AND CONTINUED INVOLVEMENT OF THE RESEARCH COMMUNITY. MANY OF YOU ALREADY HAVE BEEN OF GREAT HELP TO THE INSTITUTE BOTH AS PARTICIPANTS IN THE PLANNING PROCESS AND AS REVIEWERS OF PROGRAMS INHERITED FROM THE OFFICE OF EDUCATION. I EXPECT TO DO EVERYTHING I CAN TO ENCOURAGE THE CONTINUATION OF SUCH PLANNING INVOLVEMENT AS WE MOVE FORWARD.

GAINING CREDIBILITY IN WASHINGTON AND GAINING CREDIBILITY AMONG THE VARIETY OF CONSTITUENCIES THAT NIE SERVES ARE QUITE DIFFERENT AFFAIRS, AND THIS LEADS TO ANOTHER DILEMMA. ONE NEED ONLY TO LOOK AT MY CALENDAR TO UNDERSTAND THE ENORMOUSLY VARIED GROUP OF ORGANIZATIONS AND INDIVIDUALS WHO FEEL THEY HAVE AN IMPORTANT STAKE IN THE ACTIVITIES OF THE NATIONAL INSTITUTE OF EDUCATION. BUT IN MY MEETINGS WITH MANY OF THESE ORGANIZATIONS THERE IS A CYNICISM: NIE IS SEEN AS LENDING A PATINA OF RESEARCH RESPECTABILITY TO THE DISPENSING OF DISCRETIONARY FUNDS TO PEOPLE WITH POLITICAL CLOUT OF ONE SORT OR ANOTHER. NONETHELESS, THOSE WHO EXPRESS THAT CYNICISM ARE OFTEN THOSE WHO TELL ME HOW MANY PEOPLE SUPPORT THE PARTICULAR PROJECT THEY WANT FUNDED. AND THIS IS EXACERBATED IN THIS YEAR OF BUDGET CUTS BY THE FACT THAT NIE IS NOW ONE OF THE FEW REMAINING SOURCES OF DISCRETIONARY FUNDS FOR PROGRAMS WHOSE SUPPORT IS NO LONGER ASSURED UNDER SPECIAL AUTHORIZATIONS. IF THE NATIONAL INSTITUTE OF EDUCATION BECOMES POLITICIZED, ITS USEFULNESS AS A RESEARCH INSTITUTE IS TERRIBLY COMPROMISED.

ALL MEMBERS OF THE ADMINISTRATION WITH WHOM I HAVE TALKED HAVE EMPHASIZED THEIR DESIRE TO SEE THE NIE BECOME AN INSTITUTION OF REAL INTEGRITY--RESPECTED BY ALL SEGMENTS OF OUR SOCIETY. STILL IT SEEMS TO ME THAT THE ONLY INSURANCE THAT POLITICAL INFLUENCE DOES NOT INTRUDE IS TO CREATE AN OPEN, PARTICIPATORY PLANNING PROCESS. THIS PROCESS MUST ALLOW NIE'S MANY DIFFERENT CONSTITUENCIES TO COMMENT

ON OUR PLANS AND TO INFLUENCE OUR DEFINITION OF PROBLEMS AND THEIR POTENTIAL SOLUTIONS. WE INTEND, THEREFORE, TO ENCOURAGE THE PUBLIC TO COMMENT ON OUR TENTATIVE, FUTURE RESEARCH AND DEVELOPMENT PLANS. BUT ALLOWING THIS KIND OF COMMENT CAN EASILY LEAD TO A DIFFUSENESS IN PLANNING, TO A TENDENCY TO PROVIDE A LITTLE BIT FOR ALMOST EVERYBODY, AND TO A LACK OF PRIORITIES AND FOCUS. THE INSTITUTE MUST INCLUDE PUBLIC OPINION IN ITS PLANNING PROCESS, WHILE AT THE SAME TIME NOT SUCCUMB TO THE TEMPTATION OF TRYING TO PLEASE EVERYONE.

STILL ANOTHER DILEMMA CLOSELY RELATED TO THIS PUBLIC CREDIBILITY ISSUE I HAVE JUST MENTIONED STEMS FROM FEDERAL EXPERIENCES WITH PROGRAM EVALUATION. EVALUATION OF PROGRAM EFFECTIVENESS HAS INCREASED SIGNIFICANTLY IN THE LAST TEN YEARS IN AN EFFORT TO RESPOND TO PUBLIC DESIRE FOR ACCOUNTABILITY IN PUBLIC INSTITUTIONS. IN EDUCATION, ESPECIALLY IN THE AREA OF EQUALIZING EDUCATIONAL OPPORTUNITY, THE RESULTS OF THESE EVALUATIONS HAVE BEEN DISMAL. TIME AFTER TIME, PROGRAMS HAVE BEEN SHOWN TO FAIL TO PRODUCE THE KINDS OF RESULTS THAT MANY HAD HOPED FOR. THE COLEMAN REPORT, MOYNIHAN AND MOSTELLER'S REANALYSIS OF THE COLEMAN REPORT, AND JENCKS' ANALYSIS OF COLEMAN'S AND OTHER DATA ALL PROVIDE A DEPRESSING PICTURE OF THE EDUCATION SYSTEM.

I RECENTLY HAD AN OPPORTUNITY TO REVIEW BRIEFLY STILL ANOTHER EVALUATION EFFORT HAVING LESS THAN HOPED FOR RESULTS; THE FOLLOW THROUGH

EVALUATION. AS MANY OF YOU KNOW, FOLLOW THROUGH HAS BEEN CARRIED ON FOR A NUMBER OF YEARS AS "A PLANNED VARIATIONS EXPERIMENT". MORE THAN 20 SPONSORS HAVE INSTALLED PROGRAMS IN LOCAL CLASSROOM AND PROVIDED TECHNICAL ASSISTANCE TO ENSURE THAT THOSE PROGRAMS WERE CARRIED OUT AS INTENDED. A GREAT DEAL OF ANALYSIS OF THE EVALUATION DATA REMAINS TO BE DONE, BUT IT'S FAIR TO SAY THAT THE RESULTS OF THESE EVALUATIONS ARE NOT EARTH SHAKING. THERE ARE SOME SIGNIFICANT EFFECTS AND THERE MAY PROVE TO BE MANY MORE. BUT THERE ARE MANY NULL EFFECTS, AND WHEN WE LOOK AT THESE RESULTS, I AM IMPRESSED WITH HOW LITTLE WE REALLY UNDERSTAND ABOUT WHY THEY OCCUR. PART OF THE RESEARCH TEAM EXAMINING THESE DATA HAS STARTED TO INVESTIGATE THE DEGREE TO WHICH THESE PROGRAM MODELS WERE IN FACT IMPLEMENTED AND TO WHAT EXTENT THE TEACHERS' BEHAVIOR CONFORMED TO THE DEVELOPERS' EXPECTATIONS. THE RESEARCHERS SUSPECT THAT THERE'S A GREAT VARIATION IN THE DEGREE TO WHICH IMPLEMENTATION ACTUALLY OCCURRED. THUS, IT'S POSSIBLE THAT THE FAILURE OF THE PROGRAMS TO PRODUCE RESULTS MAY BE ASSOCIATED WITH WEAKNESSES IN THE IMPLEMENTATION OF THE TREATMENTS AND THAT THE SOLUTION IS TO IMPROVE MEANS OF INSTALLATION. BUT THIS MAY NOT BE THE REASON FOR THE FAILURE OF THE PROGRAMS TO SHOW MORE EFFECTS OR EXPLAIN THE LACK OF DIFFERENTIAL EFFECTS.

IT MAY BE THAT THE MEASURES THAT WERE USED WERE INAPPROPRIATE TO THE COMPETENCIES THAT THE VARIOUS PROGRAMS IMPART, OR MORE SPECIFICALLY, THAT THEY DO NOT PROVIDE ADEQUATE MEASURES OF DIFFERENTIAL

OUTCOMES. MANY OF THE TESTS USED WERE CONSTRUCTED TO DIFFERENTIATE STUDENTS IN A GENERALIZED EDUCATIONAL SETTING, RATHER THAN THE EXPERIMENTAL SETTING. SO THE PROBLEM MAY REALLY LIE IN TEST CONSTRUCTION. IT MAY ALSO BE THAT IT IS TOO EARLY IN THE PROGRAM'S LIFETIME FOR THE EXPERIMENTAL EFFECTS TO DEVELOP. IT IS CLEAR THAT THE PROGRAM DEVELOPERS HAD QUITE DIFFERENT LEARNING PATTERNS IN MIND, AND DIFFERING EXPECTATIONS ABOUT THE RATE AT WHICH VARIOUS TYPES OF COMPETENCIES MIGHT BE DEVELOPED.

OR FINALLY, IT MAY BE THAT WE MUST FACE THE FACT THAT THE PROGRAMS, THEMSELVES, ARE NOT VERY EFFECTIVE, THAT THEY SOMEHOW HAVE FAILED TO GRASP AND DEAL WITH THE PROBLEMS OF THE DISADVANTAGED MINORITIES AND THE POOR IN OUR COUNTRY.

AS AN EXPERIMENT, SOME MAY COME TO VIEW FOLLOW THROUGH AS ANOTHER FAILURE. IT DOESN'T SHOW EXCITING RESULTS; IT IS FAIRLY EXPENSIVE; AND, IN FACT, IT HAS NOT EVEN PROVEN ABLE TO DIFFERENTIATE AMONG ALTERNATIVE PROGRAMS. BUT IN ANOTHER SENSE, IF WE FIND WAYS TO CAPITALIZE ON THE EVALUATION EXPERIENCE; IF WE REALLY EXAMINE TEST CONSTRUCTION ISSUES RAISED BY THE FOLLOW THROUGH EXPERIENCE; AND IF WE ACTUALLY COME TO GRIPS WITH BOTH THE MEANING OF AND MEASURES OF THE DEGREE OF IMPLEMENTATION, THIS EFFORT MAY MARK A SIGNIFICANT STEP TOWARD IMPROVING EVALUATION AND TESTING TECHNOLOGIES AND OUR ABILITY TO CONCEPTUALIZE THE DEVELOPMENT PROCESS. IT SEEMS TO ME

QUITE PROBABLE THAT THIS KIND OF PROGRESS WOULD NOT OCCUR IN THE ABSENCE OF EFFORTS LIKE FOLLOW THROUGH. IF WE CAN LEARN FROM THESE EXPERIENCES, THE NEXT EVALUATION WILL BE BETTER.

TO TAKE ANOTHER EXAMPLE: IT IS NOW QUITE FASHIONABLE TO CRITICIZE THE DATA COLLECTED FOR THE EQUAL EDUCATIONAL OPPORTUNITY SURVEY IN 1965. IT CLEARLY HAS ITS SHORTCOMINGS. YET OUR APPRECIATION OF THE METHODOLOGICAL PROBLEMS IN THAT SURVEY HAS SIGNIFICANTLY ADVANCED OUR KNOWLEDGE OF WHAT TO DO THE NEXT TIME. I THINK THE NATIONAL INSTITUTE WILL UNDERTAKE SURVEYS BUILDING FROM THE COLEMAN EXPERIENCE, AND THAT OUR SURVEYS WILL BE FAR BETTER BECAUSE OF THE WORK OF COLEMAN AND HIS COLLEAGUES AND BECAUSE OF THE SEMINARS HE FACILITATED AT HARVARD, AND BECAUSE OF THE WIDE PROFESSIONAL CRITICISM. BUT DESPITE THE FACT THAT WE LEARN FROM OUR FAILURES, THE IMPRESSION OF FAILURE PREDOMINATES IN THE PUBLIC'S MIND. AND I WORRY ABOUT HOW MUCH LONGER WE CAN CONTINUE TO SPONSOR EVALUATIONS THAT APPEAR TO PROVE PROGRAMS FAILURES.

A FINAL DILEMMA THAT PLAGUES THE INSTITUTE IS THE FACT THAT EDUCATION MAY BE THE WRONG--OR AT LEAST WEAK--TREATMENT FOR MANY OF THE ILLS IT IS SUPPOSED TO CURE: THE GOALS THAT MANY PEOPLE HOLD FOR EDUCATION MAY BE UNOBTAINABLE IN THE CONTEXT OF OUR SOCIAL SYSTEM. IN HIS BOOK, INEQUALITY, SANDY JENCKS NOTES THAT MANY OF THE POLICIES OF THE 1960S WERE BASED ON THE ASSUMPTION THAT EDUCATION COULD BREAK THE CYCLE OF POVERTY AND HELP TO REDISTRIBUTE INCOME, A

GOAL I SUSPECT FEW EDUCATORS THOUGHT THEY WERE SUPPOSED TO BE WORKING TOWARD. YET, EDUCATION IS ONCE AGAIN BEING DECLARED A FAILURE BECAUSE IT HAS FAILED TO ACHIEVE THAT GOAL. IT IS TERRIBLY IMPORTANT THAT WE AT THE INSTITUTE UNDERSTAND THE CONTEXT WITHIN WHICH EDUCATION OCCURS. A CAREER EDUCATION PROGRAM CANNOT BE MOUNTED IN ISOLATION OF AN UNDERSTANDING OF THE LABOR MARKET INTO WHICH ITS GRADUATES MUST ENTER, FOR EXAMPLE, WE MUST BE REALISTIC ABOUT WHAT EDUCATION, ALONE, CAN ACHIEVE. AND IF OUR GOALS ARE BROADER THAN EDUCATION CAN ACHIEVE, WE MUST AT LEAST POINT THE WAY TOWARD OTHER REQUIRED CHANGES.

THESE ARE, I THINK, AN IMPRESSIVE SET OF DILEMMAS. AND I AM SURE I HAVE LEFT OUT MANY OTHERS, EITHER BECAUSE I HAVEN'T YET STUMBLED ON THEM OR BECAUSE I'VE BECOME INSENSITIVE TO THEM. NONE, I THINK, IS A DILEMMA WITHOUT A SOLUTION. IF EACH CAN BE TREATED WITH OPENNESS, WITH AN EXPERIMENTAL FRAME OF MIND, AND WITH PROPER RESPECT, I THINK WE CAN MAKE IT.

SO LET ME CLOSE BY SUMMARIZING THE KINDS OF THINGS I HOPE WE CAN CREATE WITH A NATIONAL INSTITUTE. WE HOPE TO CREATE--AND I BELIEVE WE <u>CAN</u> CREATE--THE CAPACITY TO ATTRACT SOME OF THE COUNTRY'S BEST SCHOLARS TO SPEND TIME IN THE INSTITUTE. AND I THINK WE CAN CREATE WITHIN THE INSTITUTE THE ATMOSPHERE OF OPENNESS, INQUIRY, AND DIVERSITY NECESSARY TO SUPPORT THEIR WORK. I HOPE WE CAN CREATE AN

INSTITUTE WITH THE CAPACITY TO PLAN, TO BE DELIBERATIVE, TO CONSIDER ALTERNATIVES, AND TO AVOID THE HEADLONG RUSH INTO SIMPLISTIC SOLUTIONS TO ILL-UNDERSTOOD PROBLEMS. WE INTEND TO CREATE AN INSTITUTE THAT PROMOTES CONTINUITY IN RESEARCH AND DEVELOPMENT WORK, AND AVOIDS THE TENDENCY OF THE GOVERNMENT TO CREATE NEW PROGRAMS THEN DESTROY THEM A YEAR OR TWO LATER IN FAVOR OF NEWER PROGRAMS. AND WE HOPE TO CREATE AN INSTITUTE WITH A CAPACITY TO RELATE TO THE MANY DIFFERENT CONSTITUENCIES THAT EXIST--SCHOLARS, PRACTITIONERS, POLITICIANS, AND THE PUBLIC IN GENERAL. I PERSONALLY HOPE WE CAN CREATE AN INSTITUTE WITH A WELL-EARNED REPUTATION FOR CANDOR, FOR LEADERSHIP BOTH IN DEVELOPING AND IMPLEMENTING IDEAS, AND FOR CONCERN FOR THE ALLEVIATION OF SIGNIFICANT HUMAN PROBLEMS.

BUT OUR ABILITY TO MEET THE OBJECTIVES I HOLD OUT FOR THE INSTITUTE DEPENDS UPON YOU IN THIS ROOM. IT IS THE QUALITY OF YOUR WORK AND THE PERSPECTIVE OF YOUR PROBLEM DEFINITIONS; IT IS THE INTEGRITY OF YOUR REPORTING AND YOUR CAPACITY TO COMMUNICATE WITH ONE ANOTHER THAT WILL ULTIMATELY DETERMINE WHETHER THE RESEARCH AND DEVELOPMENT SYSTEM CAN TRULY LEAD TO IMPROVED EDUCATION PRACTICE AND EQUALITY OF EDUCATIONAL OPPORTUNITY.